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Report of the Committee on Food Aid Policies and Programmes

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EIGHTEENTH ANNUAL REPORT OF THE COMMITTEE ON FOOD AID POLICIES AND PROGRAMMES (CFA) TO THE ECONOMIC AND SOCIAL COUNCIL, THE FAO COUNCIL AND THE WORLD FOOD COUNCIL

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WORLD FOOD PROGRAMME - 1992 IN RETROSPECT

Overview

1. For 30 years the World Food Programme (WFP) has been assisting poor and food insecure people throughout the developing world, helping them to become self-reliant and providing relief food in times of natural or man-made disasters. WFP has grown from an idea shared by only 12 countries to one of the world's largest development and relief agencies. In playing this dual role, WFP is at the forefront of the United Nations system's attack on hunger and poverty. During the past three decades, WFP has invested approximately 13 billion dollars involving more than 40 million tons of food to combat hunger and promote economic and social development throughout the developing world. Since 1963, the Programme has assisted more than 1,600 development projects and has provided relief food through more than 1,200 emergency and protracted refugee and displaced person operations.

2. WFP's total expenditure in 1992 was nearly $1.7 billion. It is estimated that some 42 million poor people worldwide directly benefited from WFP food aid in 1992, which supported development activities or provided relief assistance. Within the United Nations system, WFP is now the largest source of grant assistance to developing countries, currently providing on average more than $1.5 billion of assistance annually. To ensure that resources were used effectively and efficiently, WFP continued its close cooperation and coordination with recipient governments and donors, including other United Nations agencies, bilateral donors and NGOs.

3. The burgeoning needs of victims of natural and man-made disasters dominated the work of WFP even more in 1992 than they did in 1991. Some 27.5 million people, including 14.4 million refugees and displaced people, received WFP relief food in the course of the year. With active relief operations in 48 countries, WFP handled 60 percent of all international relief food provided in 1992.

4. As a result of the increase in relief food aid needs in 1992, WFP handled (shipped, trans-shipped or transported by air, barge, rail or truck) an all-time record of 5.2 million tons of food. The cost of transporting that food totalled $409 million. Three fifths of all shipments of WFP food for the year was for relief, both for short-run emergencies and for long-term refugees and displaced people, compared to approximately one third in earlier years. Commitments for relief activities in 1992 were nearly 50 percent higher than in 1991; over the past two years WFP commitments of relief food aid have more than doubled.

5. Africa was particularly badly affected. The United Nations made two special appeals for the Horn of Africa and one for southern Africa for a total of $1.5 billion of aid, mostly for food. WFP was not only the major supplier of that relief food, but also had the task of coordinating the food aid aspects of those large-scale humanitarian operations on behalf of the international community. The worst drought in recent history ruined harvests throughout southern Africa, with more than 18 million people exposed to potential famine. Warfare and civil unrest continued to devastate other countries in Africa in 1992; emergency needs for 15.7 million people in the Horn of Africa remained substantial, with conflict continuing to afflict parts of Ethiopia, much of southern Sudan and Somalia.

6. The situation in Somalia was especially acute, with an estimated one million people, mostly displaced women and children, at grave risk of starvation. Despite efforts to keep open the ports of Somalia and distribute food to those in urgent need, continuing anarchy disrupted relief operations, and WFP had to resort to large-scale airlifts until a major United Nations

peacemaking and peacekeeping operation that began at the end of the year secured access to inland areas and provided armed escorts for food aid convoys.

7. After years of warfare, an agreement signed in October 1992 brought peace to Mozambique. WFP was an active participant in the peace discussions, and will play a major role in rehabilitation and development, including repatriation of over one million refugees from Malawi.

8. In the Gulf, WFP remained actively involved in providing assistance to hundreds of thousands of displaced people and vulnerable groups inside Iraq. The security situation in Afghanistan deteriorated in the course of 1992, disrupting the return of millions of refugees from Pakistan and Iran and leading to severe food shortages in many parts of the country. In Cambodia, arrangements for the return of more than 360,000 refugees were delayed because of continuing problems with mine clearance and the upsurge of political unrest. Nevertheless it is expected that the remaining refugees in the camps on the Thai border will return to Cambodia in 1993. WFP has played a major role in providing relief food to those refugees since 1979 and continues to do so on their return to Cambodia and until they are reintegrated.

9. Towards the end of 1992, WFP took over responsibility for mobilizing and delivering basic and supplementary foods to up to three million people affected by conflict in the former Yugoslavia, with UNHCR and NGOs arranging for distribution to beneficiaries.

10. The increased need to deliver food aid to civilians caught in areas of conflict in 1992 meant that special arrangements were often needed. WFP continued to operate trucking fleets in Ethiopia and Pakistan and hired a variety of private local transport companies worldwide. A special transport operation was set up in Somalia at the end of the year to help reduce port congestion in Mogadishu, using trucks that had been donated to WFP's special transport operation in Ethiopia to help deliver the emergency food needed by that country in earlier years. In Angola, Ethiopia, Mozambique and southern Sudan, WFP depended on delivery by chartered aircraft when overland transport was not possible. A record number of flights transported more than 68,000 tons of relief supplies to six countries in 1992. In August, WFP - as United Nations-appointed coordinator - commenced a massive airlift operation from Kenya into Somalia, managing through its Regional Logistics Office in Nairobi up to 25 flights a day from Nairobi and Mombasa using aircraft from the airforces of Germany, Canada and the United States of America as well as WFP-chartered planes. Airdropping, dropping food tied to pallets from planes flying at low altitudes, was successfully carried out in Somalia in order to supplement delivery by road to isolated or dangerous areas. When conflict disrupted the operations of the ports of Mogadishu in Somalia, Monrovia in Liberia and Luanda and Namibe in Angola, WFP-chartered ships were among the first to unload at those ports and so keep relief food flowing to those in need. In order to encourage shipping companies to accept unloading at ports in such war zones, WFP was obliged to take over war risk insurance arrangements, which would otherwise have been the responsibility of the shipowner.

11. A record deployment of logistics personnel was made in 1992. More than 120 international staff were placed in key locations in Africa and Asia to oversee delivery activities, manage port operations, assist in the rehabilitation of basic logistics infrastructure and generally ensure a smooth and rapid flow of food aid to those in acute need. As a significant part of the response of the United Nations to the needs of the 10 countries of southern Africa severely afflicted by drought, WFP established a special Regional Logistics Advisory Centre in Harare (Zimbabwe) in cooperation with the Southern African Development Community (SADC), to provide continuous information about arrivals, discharge and reloading at all transit points, on railways and at extended delivery points inside the affected countries.

12. WFP has encouraged international efforts advocating the principle of the safe passage of relief food aid in war zones. In a number of countries, such as Angola, Mozambique, Iraq, Somalia, the Sudan and the former Yugoslavia, conflict has hampered efforts to deliver humanitarian relief. WFP staff were often subjected to great danger in trying to get food to civilians trapped by fighting. In Ethiopia, four drivers employed by the WFP-managed transport operation were seriously injured in three separate incidents involving land mines or gunfire. In December six trucks in a convoy chartered by the United States of America to carry wheat flour for WFP to Kurdish people in northern Iraq were destroyed by time bombs.

13. New WFP and UNHCR working arrangements, which came into effect in 1992, resulted in WFP handling most food provided to refugees during the year. WFP assumed full responsibility for mobilization of all basic food commodities, and the cash resources for meeting transport costs, for all UNHCR-managed refugee feeding operations in developing countries involving more than 1,000 beneficiaries.

14. In response to the increasing concern in the international community that the relief activities conducted by the United Nations operational agencies, non-governmental organizations and bilateral donors lacked focus and were poorly coordinated, the United Nations established the Department of Humanitarian Affairs (DHA) in March 1992. WFP works closely with DHA to ensure that the United Nations system approach to emergency appeals and interventions is more coordinated and consolidated and that delivery of relief assistance to people affected by disasters is more efficient. To help DHA perform its functions, WFP seconded staff to its main office in New York, as well as to its European office in Geneva. WFP was involved in the preparation of all United Nations appeals, particularly for the Horn of Africa and the southern Africa drought, and participated in several missions in support of DHA-coordinated programmes.

15. WFP and FAO continued very close and intense collaboration in assessing the need for emergency food aid in disaster situations throughout the world with joint missions to evaluate critical situations such as the southern Africa drought, famine in the Horn of Africa (Ethiopia and Eritrea, Kenya and the Sudan) and the newly independent states (NIS). The results of the joint assessments were used to determine the need for emergency intervention as well as the level of assistance to be provided. The FAO Global Information and Early Warning System for Food and Agriculture (GIEWS) and its publications are standard reference material for WFP's determination of the food supply situation; consultations are undertaken with FAO before recommending approval of food relief interventions. WFP country offices play a significant role in providing data for GIEWS. It is anticipated that future cooperation with FAO will increase, particularly in undertaking extensive vulnerability mapping activities, which could improve the basis for planning future food aid interventions in risk-prone countries.

16. Relief food aid usually treats symptoms, not causes. That is why WFP puts so much emphasis on supporting development projects that help people in marginal areas improve their lives and become more self-reliant. It is often more effective to provide relief to disaster victims through enlarging development projects than through free distribution of emergency food aid. In a number of countries in 1992, such as the Gambia, Malawi, Mozambique and Uganda, WFP responded to relief needs by providing food to an increased number of beneficiaries through ongoing development projects. In 1992 the CFA endorsed a more extensive and systematic application of WFP assistance to support disaster prevention, preparedness, mitigation and rehabilitation measures, particularly in Africa. WFP will examine on a regular basis how the development projects it assists might be used to mitigate the effects of disasters and, conversely, the extent to which the large flow of relief food aid might be used to serve both relief and development purposes.

17. Development projects continue to be the foundation of WFP's operations and the best means for the poor to attain self-sufficiency. Although the need for resources for development projects has steadily increased, the availability of resources has declined, largely because of budgetary constraints faced by donors, who have also tended to redirect their resources to emergency and refugee feeding needs, particularly during 1992. WFP was thus obliged for a third consecutive year to ration commodity shipments to ongoing development projects. Approximately 1.4 million tons of food were shipped to development projects in 1992. At the end of the year, WFP was assisting 258 ongoing development projects with total resources valued at $3 billion. It is estimated that 15 million people received food through WFP-assisted development projects in 1992.

18. WFP gives priority to countries designated as low-income food-deficit (LIFD) countries, those with a per capita GNP in 1990 of less than $1,195 that rely on imports to meet their food requirements. In value terms, 95 percent of WFP's development assistance commitments, 72 percent of emergency commitments and 89 percent of commitments for long-term refugees and displaced people were for LIFD countries in 1992.

19. Countries defined by the United Nations as least developed (LDCs), of which all but one are also classified as low-income food-deficit countries, received more than half of all WFP food aid shipments in 1992, including both development and relief assistance. LDCs accounted for 42 percent of WFP's shipments of food to ongoing development projects, 58 percent of new commitments and 58 percent of WFP's shipments of food for relief activities in 1992.

20. WFP provides a subsidy to LDCs towards meeting the internal transport, storage and handling (ITSH) costs of its development and relief food aid. WFP made record commitments in 1992 of $320 million to pay for ITSH costs. Nearly $290 million was to help defray the ITSH costs of relief food; some $31 million (seven percent of total new development project commitments) was committed for development projects approved in 1992. Additional assistance is also given to help meet some of the recipient governments' costs of implementing WFP-assisted development projects, such as monitoring and evaluation activities or administrative support for the establishment and operation of central food management units. This extra assistance amounted to nearly $16 million for development projects approved in 1992.

21. By the end of 1992, total multilateral pledges and contributions to WFP for the 1991-92 biennium reached nearly $3 billion, more than 70 percent higher than the previous 1989-90 record. That included pledges and contributions to WFP's regular resources (including those for long-term refugees and displaced people), the International Emergency Food Reserve (IEFR) (including the Immediate Response Account (IRA)), and cash and non-food items contributions for special emergency operations. Contributions for relief operations increased by more than two and a half times over the previous biennium, while contributions to WFP's regular resources, mainly used for development projects, declined slightly.

1992 Relief activities

22. 1992 was an exceptional year in terms of United Nations-managed special emergency operations for large-scale complex disaster situations. United Nations consolidated appeals were launched for the Horn of Africa, southern Africa, Cambodia, Afghanistan, Liberia and the former Yugoslavia for a combined total of more than six million tons of food. Donor response to those appeals has been exceptional. Approximately $1.5 billion of relief food aid, both multilateral and bilateral contributions, was channelled through WFP, mostly for southern Africa and for the Horn of Africa. Joint FAO/WFP crop and food supply assessment missions visited the southern Africa region, the Horn of Africa, the Baltic states, Armenia, Nepal and Laos in the course of the year.

23. Eighteen donors contributed to the IEFR, the WFP-managed multilateral source of emergency food. Total contributions in 1992 amounted to 1.38 million tons of cereals and non-cereal commodities, valued at $572 million. This is the highest level ever for the IEFR, almost double the previous record in 1985.

24. More than half of the emergency operations approved in 1992 began with food borrowed from WFP food stocks already in the afflicted country for development projects or from government stocks. An alternative first-line response to emergency situations is to buy food locally, within the region or from the nearest commercial source. From 1 January 1992 a cash account, known as the Immediate Response Account (IRA), became an integral part of the IEFR, to be used mainly to buy and deliver food to permit the fastest possible initial response to emergency situations. The IRA was initially funded by $7.5 million set aside in 1992 from WFP's regular resources and by voluntary contributions from IEFR donors in convertible currencies free of restrictions as to their use. An annual minimum target of $30 million has been set for the IRA, with the objective of receiving support from as many countries as possible.

25. Increased attention to the systematic application of WFP assistance to support disaster prevention, preparedness, mitigation and rehabilitation measures, especially in Africa, was endorsed by the CFA in 1992, which urged donors to provide additional resources to WFP for that purpose. The main thrusts of this approach are:

a) re-examining WFP-assisted development projects to see how they could better meet disaster mitigation and rehabilitation objectives;

b) using some WFP-provided relief assistance for disaster mitigation or rehabilitation as well as relief; and

c) linking up with other funding agencies that have specific programmes of assistance for Africa (e.g., IFAD, UNDP and the World Bank) to increase the impact of WFP assistance.

26. Food for refugees, displaced persons and returnees forms a major part of WFP's relief activities, especially as WFP has assumed increased responsibilities from UNHCR. In 1992 WFP committed $874 million (1.9 million tons of food commodities) to provide food aid for some 14.4 million refugees and displaced people in 23 countries, of which commitments for feeding long-term (more than 12 months) refugees and displaced people amounted to $510 million. Refugees and displaced people received more than 60 percent of all WFP relief food aid.

27. Within the UNHCR and WFP collaborative framework, joint activities are undertaken at virtually all phases of refugee feeding operations, including missions to determine required assistance and the programming and management of refugee feeding operations logistics. WFP has become the principal channel for, and coordinator of, food aid commodities in refugee feeding operations managed by UNHCR. As a result, food aid handled by WFP for refugees has increased by some 50 percent over the past two years. During 1992, major joint UNHCR/WFP assessment missions were undertaken in southern Africa, the Horn of Africa, Pakistan, Armenia, Azerbaijan and the countries affected by the conflict in Liberia.

28. During the past two years there has been a significant increase in resources made available to WFP to feed refugees and displaced persons, in part resulting from the adoption in 1989 of separate and special funding arrangements for protracted refugee and displaced person operations. This trend is expected to continue as WFP assumes more responsibility for refugees' food needs under the new UNHCR/WFP working arrangements that began in January 1992. WFP

handled over 80 percent of all food commodities for UNHCR-managed refugee feeding operations by the end of 1992; the remaining 20 percent continued to be handled bilaterally or by UNHCR for refugees in some countries. Since mid-1992 responsibility for delivery of basic food for refugees to camps in recipient countries has been progressively transferred from UNHCR to WFP on a case-by-case basis.

29. The deepening crisis during 1992 in the countries that made up the former Yugoslavia resulted in rapidly increasing numbers of refugees and displaced persons and consequent escalation of relief food requirements. By the end of 1992 it was estimated that more than three million people required assistance in the republics of the former Yugoslavia, including Bosnia and Herzegovina, Croatia, Montenegro, Serbia, Slovenia and the former Yugoslav Republic of Macedonia. As the relief operations increased in complexity and extent, WFP was asked to play a major role within the framework of the consolidated 1992/93 Inter-Agency Programme of Action, overseen by the lead United Nations agency, UNHCR. WFP responsibilities included coordinating and managing the mobilization and delivery of basic and supplementary foods to points within the affected countries. UNHCR, NGOs and local communities arranged for delivery and distribution to beneficiaries.

30. As part of this additional responsibility, new WFP offices have been established in Zagreb, Belgrade and Split and logistics personnel were posted to key locations. Logistic arrangements were made to deliver food by road, rail, river and sea. Already in September, a WFP-chartered barge loaded with 600 tons of emergency food aid for Croatia was one of the first vessels to transit through the new Main-Danube Canal linking northern Europe with the Black Sea.

31. WFP has also set up information systems to consolidate data on the flow of all food aid for the countries of the region. Computerized information systems have also been established for the management, monitoring and reporting of WFP's food aid deliveries. Another WFP system helps ensure the efficient allocation of food to delivery points, taking into account stock levels, the existing supply pipeline and beneficiary requirements.

1992 Development activities

32. Through the development projects it assists, WFP supports a multi-pronged approach to poverty alleviation: first, promoting the productive use of the most abundant resource that poor people have - their labour - to increase their incomes and assets, thereby building their self-reliance; second, supporting and sustaining basic social services such as nutrition, health, education and training; and third, providing safety nets for the poor in times of emergencies and during structural adjustment.

33. Food and agricultural production. The portfolio of WFP-assisted projects to increase food and agricultural production, including land development, forestry, land rehabilitation, rangeland management and dairy and fisheries development, amounted to $1.2 billion in 1992, or 41 percent of total WFP resource commitments for development activities; food shipments to the projects in 1992 amounted to $212 million. Food aid is typically used to pay poor people in food-for-work programmes that support labour-intensive agricultural activities. Food aid also serves as an incentive to encourage participation by families and communities in project activities or to compensate them for the time they invest in the project.

34. Rural infrastructure. A major problem in many rural areas is the lack of physical infrastructure, such as roads to transport goods to market, water systems for human or agricultural use, and community facilities such as schools, health-care and social centres. Food

aid supports the construction of those facilities by enabling employment of poor people in food-for-work schemes. The value of total WFP resource commitments to the portfolio of projects in this sector amounted to $382 million in 1992, or 13 percent of WFP development resources. Food shipments to those projects totalled $42 million for the year.

35. Settlement projects. Land settlement projects, in which new lands are brought into production by smallholders, and agricultural infrastructure, public amenities and civil works are constructed through food-for-work programmes, accounted for six percent of WFP's resource commitments to ongoing development activities in 1992, receiving $28 million in food shipments during the year. Food assistance tides settlers over the initial period of settlement until the first harvest, or until self-sufficiency in food production is reached.

36. Food reserves. Support to national food reserves, market restructuring or price stabilization activities forms a small but important part of WFP's development work. Such projects accounted for one percent of WFP commitments to ongoing development activities in 1992, with food shipments amounting to $1.8 million. WFP support for food reserves, usually undertaken in collaboration with other food aid donors, can help improve a people's capacity to cope with bad harvests or natural disasters by ensuring a security stock of staple foods for quick distribution at such times. In market restructuring or price stabilization schemes, food aid is made available to governments for distribution, usually sale, when food is scarce and prices are high. The proceeds normally are used to purchase local produce at guaranteed prices after harvest in order to replenish the reserve and stimulate food production. Such projects help prevent excessive price fluctuations of staple foods which, if unchecked, could discourage local production (through producer prices falling too low after harvest) or cause excessive hardship to poor consumers (because retail prices rise to high levels prior to harvest).

37. WFP and the environment. A major event in 1992 was the United Nations Conference on Environment and Development (UNCED) held in Rio de Janeiro in June. In the Rio Declaration on Environment and Development, nations set forth ". . . the goal of establishing a new and equitable global partnership" and proclaimed that human beings are at the centre of concerns for sustainable development and are entitled to healthy and productive lives in harmony with nature. As one of the foremost multilateral agencies concerned with the problem of world hunger, WFP has always been aware of the complex interrelationship between a healthy environment and a sound food supply. WFP and the World Bank are the largest donors of resources for environmental protection and improvement in the developing world. WFP has disbursed some $5 billion to help developing countries increase the long-term ability of the land to provide people with the basic means of existence on a sustained basis. WFP resource commitments to environment-related activities currently total $1 billion.

38. Vulnerable group development. Projects to help vulnerable groups (predominantly expectant or nursing women and pre-school children, but also the elderly, the chronically ill and handicapped people) accounted for 17 percent of ongoing WFP development activities in 1992, with food shipments totalling $69 million. WFP food aid is provided to encourage greater and more regular attendance of mothers and young children at health centres. The food either provides a dietary supplement or constitutes a transfer of income to poor households or individuals because the food is in addition to their existing income. In institutional feeding projects, food aid may constitute budgetary support by replacing food previously provided by the government, thus allowing the government to expand or improve social programmes while providing recipients with more nutritious foods.

39. Nutrition and food aid. FAO and WHO organized an International Conference on Nutrition (ICN), in Rome in December 1992. The conference unanimously adopted a *World Declaration on Nutrition* which declared ". . . our determination to eliminate hunger and to reduce all forms of malnutrition." The ICN also adopted a *Plan of Action for Nutrition* and affirmed a determination to revise or prepare national plans of action. Several references are made to food aid in the Plan of Action. The international community is called upon to play an important role by providing timely and well-targeted food aid in food-for-work and rehabilitation programmes. As follow-up action to the Plan of Action, the governing body of WFP and other concerned international organizations ". . . should, in the course of 1993, decide on ways and means of giving appropriate priority to their nutrition-related programmes and activities aimed at ensuring, as soon as possible, the vigorous and coordinated implementation of activities recommended in the World Declaration and Plan of Action for Nutrition. This would include, as appropriate, increased assistance to the member countries."

40. Food-aided nutritional interventions are more effective when integrated into a package of assistance that includes health care and nutrition education, and more sustainable when associated with employment and income-generating programmes. In order to encourage this process, in 1992 WFP held nutrition awareness workshops for WFP and government counterpart staff in three countries of Latin America: Brazil, Grenada and Honduras. Similar workshops are planned for 1993. The objectives of the workshops are: i) to understand the importance of nutrition in the development process, with emphasis on capacity building; ii) to become familiar with the advantages and disadvantages of some important techniques of nutritional assessment; iii) to acquire knowledge regarding significant nutritional problems of the country or region and potential means of combatting them; and iv) to discuss means of increasing the government's awareness of nutritional issues and ways of including nutritional considerations in government policy.

41. School-feeding programmes. School feeding helps alleviate short-term hunger, thereby contributing to an improvement in children's learning ability and producing long-term benefits. The food also acts as an incentive to encourage increased enrolment and regular attendance, particularly of girls, and as a dietary or income supplement to the family (sometimes helping compensate for loss of labour while the child attends school). Sometimes WFP food replaces that provided by governments, thus saving money that can be used for additional investment in education. More than 22 percent of total WFP resources for ongoing development projects, some $672 million, supports education, mainly in primary schools. Food shipments to education projects in 1992 amounted to $134 million.

42. In 1992 WFP hosted the first official meeting of the International School Nutrition and Health Network, a special working group of the United Nations ACC Sub-Committee on Nutrition (SCN). Initially the focus of Network activities will be to help participating agencies improve their capabilities to assist countries in strengthening school nutrition and health policies and programmes. The Network will undertake a three-year programme of activities in order to increase the ability of participating agencies to: i) understand the ways in which nutrition and health factors constrain educational performance; and ii) identify a range of educational strategies and tools that can be used to address priority school nutrition and health problems. The Network will act as an educational and advisory body, rather than undertake operations on its own behalf.

43. Urban poverty alleviation. Most WFP-assisted projects are located in rural areas and are designed primarily to help the rural poor. In most developing countries poverty remains predominantly a rural phenomenon. Nevertheless, urban poverty is increasing in many developing countries. WFP resources committed specifically to help poor people in urban areas have increased over recent years, reaching $49 million by the end of 1992. In most urban development

projects, WFP uses food aid to help pay workers employed in urban renewal programmes, including improving local sanitation facilities, housing, roads and paths. With urban poverty on the increase in many developing countries, WFP assistance to help the urban poor is likely to grow in the coming years.

1992 Transport activities

44. The increasing need to quickly deliver massive amounts of relief food aid around the world has called for innovation and flexibility, often under extremely difficult and dangerous conditions. A study commissioned by the CEC during 1992 to evaluate comparative costs among various agencies through which CEC food aid was channelled noted that WFP provided the best example of good transport management and cost control and that on many occasions WFP's expertise and reputation have meant that it has been the only organization allowed into certain areas to distribute food aid. In addition the study noted that WFP consistently achieved the most competitive freight rates.

45. The southern African drought in particular required careful scheduling of shipments to the entry ports for transporting food aid to land-locked countries; 28 ships transported more than 600,000 tons of relief food for the southern African drought emergency.

46. WFP's self-financing transport operation in Ethiopia (WTOE) marked its seventh year of service in late 1992, having delivered more than two million tons of food since the start of operations in November 1985. In Pakistan the UNILOG fleet, established by WFP to provide a full logistics service for the Afghan emergency programme, resumed food convoys from Pakistan into Afghanistan.

47. Airlift operations continued to gain importance in WFP's overall logistics operations in 1992. A total of 68,000 tons were airlifted into Angola, Ethiopia, Kenya, Mozambique, Somalia and the Sudan during the year, at a total cost of $32 million. WFP's regional logistics office in Nairobi provided the focal point for coordination of a massive airlift operation into Somalia, ensuring that the flow of food into the country could be maintained when the security situation did not permit ships to berth.

48. WFP makes every effort to use developing country transport services wherever possible. In 1992 a total of $147 million was paid to developing countries for transport-related services, of which $101 million was for overland transport. Freight payments to developing countries increased by nearly 30 percent, from $21 million in 1991 to $28 million in 1992.

Other activities

Bilateral services

49. WFP arranges for the purchase, transport or monitoring of distribution of food for relief and development on behalf of bilateral food aid donors, United Nations agencies and NGOs. WFP's expertise and experience in these areas provide an effective service, for which it is paid a fee by the donors or agencies concerned. In 1992, WFP was requested to buy, ship or monitor on behalf of bilateral donors some one million tons of food, worth $300 million. Ninety percent of bilateral food aid handled by WFP in 1992 was for relief feeding, including for refugees and displaced people.

50. A number of benefits are obtained from WFP's bilateral services:

a) WFP has information on overall food aid requirements, the absorptive capacity of recipient countries and overall food aid commitments and deliveries, which allows for better planning and programming of food aid by donor countries.

b) WFP's coordination of food aid from many sources facilitates the best use of ocean and local transport and logistic facilities, especially in large-scale emergencies.

c) By combining shipments of bilateral food aid with WFP food aid, it is often possible to reduce transport costs significantly for both WFP and the donor.

d) Bilateral food aid can be channelled through WFP to areas of the developing world that are difficult for donors to reach, taking advantage of WFP's international transport network and expert knowledge of local conditions.

Food purchases

51. In 1992, WFP bought a record 1.2 million tons of food worth $281 million, for use as food aid in developing countries. In value terms this represents more than a 40 percent increase over the 1991 record. While few developing countries can donate substantial quantities of food or cash to WFP, a number are sources of food that donors can purchase and use as food aid either locally or in other developing countries. More than seven out of every 10 tons, worth $200 million, were bought in developing countries. In all, WFP purchased food from 52 developing countries in 1992. In sub-Saharan Africa alone, WFP spent $75 million in 1992 to buy 200,000 tons of food. Over the past five years, WFP has bought more than $647 million worth of food in developing countries, in the process making the largest contribution to South-South trade within the United Nations system. For countries with surpluses of certain food commodities, these purchases can provide much needed foreign exchange.

Non-food resources

52. To be fully effective, food aid must often be linked to a variety of other inputs, including financial and technical resources, administrative support, and equipment and supplies. These inputs are usually provided by the recipient governments, by other local sources, or by donors and other aid agencies. Where governments are unable to provide all the non-food resources required for the effective implementation of WFP-assisted projects, WFP makes special efforts to obtain these from other donors. In 1992, 10 donors channelled $14.4 million worth of non-food items through WFP in support of development projects and protracted refugee and displaced person operations, including specialized personnel and items such as agricultural tools, vehicles and warehousing.

Training

53. To enable governments to make the most effective use of WFP assistance, whether for development or relief purposes, WFP supports training of national staff at various levels in a wide variety of fields. In 1992, more than 4,000 government counterpart personnel took part in 66 WFP-arranged training activities in a total of 47 countries in all regions. Some 2,000 counterparts from 21 LDC countries alone received WFP-assisted training. Courses included: a) project design and implementation; b) monitoring and evaluation; c) project management; d) food storage management; e) office management; f) accounting, recording-keeping, etc.; and

g) computing skills. This assistance meets both the immediate needs of WFP-supported activities and also supports the recently expanded United Nations mandate to strengthen national capacities.

EXAMPLES OF WORLD FOOD PROGRAMME ACTIVITIES IN COOPERATION WITH OTHER AGENCIES AND DONORS

Development cooperation

54. The technical expertise needed for the design, appraisal and evaluation of WFP-assisted projects are provided mostly by United Nations specialized agencies, primarily FAO, which provided nearly half the total services required in 1992, but also ILO, UNESCO, WHO, UNCHS (Habitat) and the United Nations Department of Economic and Social Development.

55. WFP-assisted projects require financial, technical and managerial resources from recipient governments and other donors in addition to the food aid supplied by WFP. For the development projects approved in 1992, the proportion of total project costs covered by WFP ranged from one percent (in the case of Rwanda where WFP assistance is provided to a large agricultural development project supported mainly by bilateral donors) to 90 percent. In general, WFP provided a greater proportion of total project costs in the poorest countries. Developing country governments usually covered the remaining costs. However, in a significant number of projects approved in 1992, external financing and technical support were also provided, mainly from the World Bank, the CEC, various governments providing bilateral assistance, other United Nations agencies (including FAO, IFAD, ILO, UNDP and UNICEF) and NGOs.

56. In Honduras, WFP will assist the Government's programme to protect the most vulnerable groups during the structural adjustment process by providing short-term employment opportunities through a 1.6 million dollar project approved in 1992. This project is part of a collaborative JCGP exercise. A total of 11,000 workers will be employed in constructing or rehabilitating schools, day-care centres and health centres and improving local sanitation facilities and water supplies. In addition,, desks and basic furniture for schools and health centres will be purchased from local carpentry workshops, strengthening small enterprises.

57. A new project approved in 1992 in the Dominican Republic will support a slum improvement programme in the capital, Santo Domingo, and other major towns where clean drinking-water supplies, sanitation and sewage systems are inadequate. The food aid will be provided as an incentive for some 100,000 poor families living in the project areas to participate in activities organized on a community self-help basis. Priority will be given to female-headed households. The communities themselves will identify and implement the activities carried out in each neighbourhood. One of the most important benefits of the five-year project will be a reduction in the very high incidence of typhoid fever, diarrhoea and other infectious diseases that are among the chief causes of infant mortality in slum areas. A number of NGOs, including the Dominican Institute for Integrated Development, Volunteers for Development, Ciudad Alternativa, the Social Promotion and Research Centre, Promoción de las Mujeres del Sur and Women in Development will support the project by providing engineers, architects and voluntary social workers.

Relief assistance

58. Most of WFP's assistance to Africa in 1992 helped the victims of natural disasters and armed conflict. Nearly 60 percent of total shipments of WFP food aid in 1992 went to countries in sub-Saharan Africa, largely because of the high level of relief food aid required in the region.

59. In the Sudan, a joint FAO/WFP country-wide crop and food supply assessment mission in November/December 1991 identified the 1992 emergency food aid requirements at nearly three quarters of a million tons. As mandated by the international community for the second consecutive year, all food aid arriving at Port Sudan was consigned to WFP, with WFP responsible for the berthing of all incoming ships, discharging cargo, bagging bulk grain, clearing food aid from the port, and arranging for transport from the port to primary delivery points throughout the country.

60. Somalia represents one of the most severe emergencies in Africa, with insecurity and general lawlessness bedeviling all efforts to bring relief assistance to starving people. The underlying problem of lawlessness - the root cause of the famine itself - was addressed by the international community with the commencement of "Operation Restore Hope" in December 1992. Despite overwhelming problems, WFP delivered a total of 103,000 tons of food to Somalia in 1992, including some 21,000 tons provided by bilateral donors through the Programme, working in close collaboration with other United Nations agencies and NGOs in delivering food aid within the country.

61. In early 1992, it rapidly became evident that the southern Africa region was experiencing one of the worst droughts in recent history. The United Nations Drought Emergency in Southern Africa Appeal in May 1992 called for some 1.78 million tons of food for free distribution and an additional 2.54 million tons of programme food aid for subsidized sales for the ten countries most affected by the drought. In addition, 1.9 million tons of commercial imports were necessary to ensure that supplies were adequate to meet demand and that prices did not rapidly increase, making basic foodstuffs inaccessible to the poorest. The drought was identified in its early stages, and a regional assessment of needs was carried out jointly by FAO and WFP in March/April. A consolidated UN-SADC appeal to donors for relief food aid was launched in May. The Appeal included requests for the funding of a region-wide logistics coordination operation through a joint SADC/WFP Logistics Advisory Centre in Harare. In line with the expressed policy of the SADC Secretariat, WFP took practical steps to ensure that arrangements were in place to utilize the ports and railway systems of the sea-girt countries - Mozambique, Tanzania, Angola and the Republic of South Africa - within an overall food aid delivery plan to the land-locked countries of the region. The SADC/WFP Logistics Advisory Centre became the focal point for operations throughout the region, providing comprehensive and detailed information on food flows crucial to planning the optimal routing of commercial food imports as well as food aid.

62. The Government of Mozambique and Renamo signed a peace agreement in Rome in October 1992. WFP actively participated in the protracted negotiations leading up to the peace agreement. As part of the agreement, both sides promised aid workers "free access" throughout the country to deliver vitally needed relief assistance. WFP was requested to assist in the organization and coordination of the road, river, sea and air transportation of a massive 500,000 metric tons of emergency food, under some of the most difficult and dangerous conditions ever experienced.

63. In September 1992, a special United Nations logistics operation (UNILOG/Mozambique) was established as an integral part of the WFP country office to support all United Nations agencies, bilateral donors and NGOs. Although responsibility for final distribution of food to beneficiaries remained with the Government, NGOs increasingly acted as their local agents. WFP/UNILOG organized early road convoys and airlifts. In November, WFP provided $1 million to finance small-scale road repairs to improve the delivery of relief assistance. Notwithstanding the considerable problems plaguing the delivery and distribution of assistance in Mozambique, WFP/UNILOG has gradually increased the rate of delivery, helping to improve the situation for poor people throughout the country.

64. The same drought that swept across much of southern Africa also devastated Madagascar, which in addition was suffering from major political disturbances. Because of the political instability, it was not possible to follow the usual procedure of relying on government authorities to manage the internal transportation and distribution of relief food. Consequently, WFP helped establish an emergency unit to implement the relief programme, consisting of expatriate logistics experts and locally recruited staff. The operational costs were met by donors or financed from proceeds from the sale of empty rice bags and food sweepings that were unfit for human consumption and thus sold for animal feed. Vehicles, radios and other equipment were loaned by other United Nations agencies, including UNDP, FAO, UNIDO and UNICEF and by the Swiss Cooperation Mission.

65. Following nearly a year of a tenuous ceasefire throughout Liberia, fierce fighting once again broke out in October 1992 in the capital, Monrovia, and other parts of the country, and also in the south-eastern region of Sierra Leone. In assuming the lead role within the United Nations system for coordinating the mobilization and transport of most food consignments from various donors to the afflicted people in the region, WFP has delivered more than 300,000 tons of basic and supplementary food commodities since early 1990 to the four countries affected by the hostilities in Liberia.

66. Following cessation of hostilities in the Gulf in April 1991, WFP was one of the first international organizations to initiate relief operations in Iraq, with assistance from the ICRC. In October 1992 a revised memorandum of understanding was signed by the United Nations Under-Secretary-General for Humanitarian Affairs and the Government covering the continuation of United Nations humanitarian operations in the country until March 1993. Under the new memorandum of understanding, WFP was to provide some $22 million of food and other resources for 750,000 vulnerable people in the north and 450,000 destitute people in the centre and south of the country. Food deliveries under this programme were suspended temporarily by WFP in December following the bombing of trucks carrying United Nations relief assistance.

67. In 1992 Cambodia was the stage for one of the largest, most ambitious United Nations operations ever undertaken. WFP has maintained a continuous presence in Cambodia and along the Thai-Cambodian border since 1979 and continues to handle some 95 percent of all food aid contributions for Cambodia. Working closely with the Cambodian Red Cross and other NGO relief agencies, WFP provided close to 70,000 tons of food to Cambodia in 1992, reaching almost one tenth of the entire population. WFP was the first agency to deliver relief for internally displaced people, in May 1990, and has continued to be the main agency offering regular assistance. The Programme has played an important and unique coordination role. Since September 1990, bi-monthly coordination meetings, involving up to 20 NGOs and several United Nations agencies, have been chaired by WFP. For the past three years WFP has also coordinated the multi-agency exercises, involving up to 20 agencies, to determine priorities for internally displaced people, including agricultural activities, food, water, health, shelter and the provision of household materials and education.

68. In the past, WFP has been one of the main providers of support to refugees fleeing warfare and civil unrest in Central America. As peace agreements have been brokered in various countries, WFP assistance has switched to encourage the reintegration of returnees and to rebuild shattered economies. For example, WFP has been supporting a number of Guatemalan refugee groups in Mexico. As a result of an agreement worked out between the Governments of Mexico and Guatemala, UNHCR and WFP in 1992, under the auspices of the Organization of American States (OAS), the Programme will provide 12 months of food assistance to help resettle nearly 30,000 refugees returning to Guatemala.

From relief to development

69. In Rwanda, which faces severe food-deficit problems, WFP has been cooperating closely with the Government, the World Bank, other United Nations agencies and bilateral donors to develop a food security and social action project as part of a structural adjustment programme. WFP is primarily concerned with the food and nutrition component of the project, which provides assistance to vulnerable groups (children and expectant or lactating mothers, AIDS-afflicted households and orphans) in association with a package of activities to improve nutrition (education, monitoring, micronutrient supplements), which are financed by the World Bank through sector loans and are also supported by UNICEF. Regular public expenditure reviews by the World Bank will safeguard, or even increase, government expenditure on the social sectors and provide the other inputs necessary to increase the impact of food aid.

70. The United Nations General Assembly launched the 1993 International Year for the World's Indigenous People on 10 December 1992, Human Rights Day, to "provide an opportunity to focus the attention of the international community on one of the planet's most neglected and vulnerable groups of people." To mark the Year, United Nations organizations will evaluate and enhance their programmes and activities relating to indigenous peoples. Through its support to development projects for poor people in developing countries, WFP has long been active in improving the living and working conditions of indigenous communities in many parts of the world. In Latin America in particular, support to indigenous communities has been a strong feature of WFP's development activities. For example, joint IFAD and WFP project is helping 7,000 participating Guaynics Indian farmers in Panama to increase their income by between 40 to 100 percent while also improving local food self-sufficiency.

SUMMARY OF THE MAJOR DECISIONS TAKEN AND TOPICS DISCUSSED BY THE CFA DURING ITS 1992 SESSIONS

71. The CFA met twice during 1992. The Thirty-third Session met from 25 to 29 May 1992 and the Thirty-fourth Session from 3 to 6 November 1992. Membership of the Committee during 1992 is shown in Annex I.

72. Below is a summary of the major decisions taken and topics discussed during 1992.

A. Thirty-third Session of the CFA in Rome, 25-29 May 1992

i) Cash situation of the World Food Programme

After examining various alternative proposals, the Committee decided as follows. The Executive Director would set up an informal working group. Members would be drawn from among CFA Member Governments as well as observers, in consultation with regional groups. The working group would examine all aspects of the long-term financing of the operations and administration of WFP. It would be convened in September 1992 and a report submitted by the Executive Director, based on the group's deliberations, together with recommendations for consideration by the CFA.

ii) Consideration of the Report of the *ad hoc* Working Group on Methods of Work of the SCP and the establishment of the SCP

The Committee approved the Report of the *ad hoc* Working Group on the methods of work of the SCP and decided that the new SCP be composed of 28 members of the CFA, 18 selected from developing countries and 10 selected from more economically developed

countries, with membership to be determined by each group (developing countries and more economically developed countries) for one calendar year. Observers will participate in sessions of the SCP when specifically invited by the SCP. A representative of a country whose project is under review and is not a member of the SCP, will be invited to participate as an observer. Developing countries of the SCP may request to have the WFP finance international airfare and daily subsistence allowance for one national expert to attend the SCP session when the Secretariat is not presenting a project of that country to the SCP. It is understood that when the Secretariat is presenting a project of an SCP member, the WFP will continue to finance one national expert as per past practice.

The Committee designated the members of the Ninth Session of the Sub-Committee on Projects, to be held in Rome from 26 to 30 October 1992, on the understanding that the appointment of members of the SCP would in future be on a calendar-year basis.

iii) Rules of Procedure of the CFA

In light of significant changes in the structure and operation of the Sub-Committee on Projects, the Committee deferred discussion of the Rules of Procedure to the Thirty-fourth Session of the CFA so that appropriate revisions could be made in the proposed draft for the CFA's consideration. In the interim, delegations were invited to submit comments, if any, in writing to the Secretariat while it was preparing the new document which would show both the old and the corresponding revised Rules, also indicating distinctly portions deleted, added or amended.

B. Thirty-fourth Session of the CFA in Rome, 3 - 6 November 1992

i) Allocation of WFP development assistance: Criteria for country allocation

The Committee endorsed the draft guidelines for taking account of need in the allocation of WFP development assistance, subject to certain amendments. In so doing, the Committee emphasized the importance it attached to the principle of universality in WFP's programmes. It also urged the Executive Director to implement the guidelines in a flexible manner.

ii) Allocation of WFP development assistance: Disaster mitigation and rehabilitation in Africa

The Committee unanimously endorsed the Secretariat's proposal for a more extensive and systematic application of WFP assistance to support disaster prevention, preparedness, mitigation and rehabilitation measures in Africa in accordance with the approach outlined in the Secretariat's paper.

iii) Level of authority to be delegated to the Executive Director for approval of projects

The Committee agreed that the level of delegated authority of the Executive Director for approval of projects should be increased. Two levels were considered, namely, three million and five million dollars. However, pending the adoption of more specific criteria for project approval, a provisional level of three million dollars was approved. It was further decided that the CFA, after agreement of the criteria for project approval, could increase the delegation of authority to a higher level at a future session.

iv) Rules of Procedure of the CFA

The proposals and amendments referred to in the report were approved by the Committee which then proceeded to adopt its revised Rules of Procedure as a whole.

With regard to the provision in the revised Rules of Procedure that observers participate in the SCP when invited by the Chairman, the Committee agreed that the practice of inviting the European Community to attend would be continued for future sessions.

v) Cash situation of the World Food Programme

The Committee endorsed a report by the Executive Director on the resource situation of the Programme. The Committee welcomed the idea of small informal working groups that the Executive Director might set up for consultation on specific issues, from time to time.

73. The attention of the Council is drawn to the following paragraphs of the report of the Thirty-fifth Session of the CFA (document CFA: 35/17):

"WFP pledging target 1995-96

While the proposed target of 1.5 billion dollars for the 1995-96 biennium was welcomed, concern was expressed at the low level of achievement of the target for the previous biennium (77 percent). Donors were encouraged to make every effort to ensure that the current and future biennia targets were fully met in an equitable way.

The Committee recommended that the Programme actively seek ways to synchronize the pledging period and the budget period, in order to provide better transparency in the linkage between resource income and the Programme's expenditures. The establishment of the pledging target was too far ahead of the biennium in question and a way should be found to eliminate the lead time. The Secretariat responded that it would examine the issue of harmonization of the pledge and budget periods, and report on this issue to the Thirty-sixth Session of the CFA.

Conclusions

The Committee:

a) endorsed the pledging target of 1.5 billion dollars for the 1995-96 biennium; and

b) recognized the importance of one third of the pledges to the regular resources being made in cash."

74. On the basis of the above, the Committee proposed to ECOSOC and the FAO Council the adoption of the draft resolution, for which the text appears in Annex III to this report.

General notes

1. All monetary values are in United States dollars ($), unless otherwise stated.

2. One billion equals 1,000 million.

3. All quantities are in metric tons, unless otherwise specified.

4. Low-income food-deficit countries include all food-deficit (i.e., net cereal importing) countries with per capita GNP not exceeding the level used by the World Bank to determine eligibility for IDA assistance ($1,195 in 1990). In 1992, 76 countries were classified as low-income food-deficit.

5. The category of least developed countries (LDCs) was established by the United Nations General Assembly in its resolution 2768 (XXVI) of 18 November 1971. New criteria established in 1991 defined LDCs as "those low-income countries that are suffering from long-term handicaps to growth, in particular low levels of human resource development and/or severe structural weaknesses." In 1992, 47 countries were classified as LDCs.

6. Geographic regions referred to in this report are Africa, comprising the countries of the continent of Africa, including the African islands; sub-Saharan Africa, comprising all African countries south of the Sahara except South Africa; North Africa and the Middle East, comprising the African countries north of the Sahara, the countries of the Middle East, Turkey and Afghanistan; Asia and the Pacific, comprising the countries of Asia east of Afghanistan and Pacific Island nations; Asia, comprising Turkey, the countries between the Mediterranean Sea and the Pacific Ocean, Southeast Asia and the Pacific Ocean Islands; Latin America and the Caribbean - or the Americas - comprising all American and Caribbean countries south of the United States of America; Eastern Europe and the former USSR.

7. Common acronyms:

ACC	Administrative Committee on Coordination (United Nations)
CFA	Committee on Food Aid Policies and Programmes
CEC	Commission of the European Communities (excludes national action of member countries of the European Community: Belgium, Denmark, France, Germany, Greece, Ireland, Italy, Luxembourg, the Netherlands, Portugal, Spain and the United Kingdom)
DHA	Department of Humanitarian Affairs (United Nations)
FAC	Food Aid Convention
FAO	Food and Agriculture Organization of the United Nations
GIEWS	Global Information and Early Warning System for Food and Agriculture (FAO)
GNP	Gross National Product
ICN	International Conference on Nutrition
ICRC	International Committee of the Red Cross
IDA	International Development Association (World Bank)
IEFR	International Emergency Food Reserve (WFP)
IFAD	International Fund for Agricultural Development
ILO	International Labour Organisation
IRA	Immediate Response Account of the IEFR
ITSH	Internal transport, storage and handling
LIFD	Low-income food-deficit
NGO	Non-governmental organization

NIS	Newly Independent States
SADC	Southern African Development Community
SCN	Sub-Committee on Nutrition
UNCED	United Nations Conference on Environment and Development
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNCHS	United Nations Centre for Human Settlements (Habitat)
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNILOG	United Nations Logistics Operations (for Afghanistan and Mozambique)
WFP	World Food Programme
WHO	World Health Organization
WTOE	World Food Programme transport operation in Ethiopia

ANNEX I

CFA MEMBERSHIP IN 1992

In 1992 the members of the CFA were:

Algeria
Angola
Argentina
Australia
Bangladesh
Belgium
Brazil
Burkina Faso
Burundi
Cameroon
Canada
China
Colombia
Cuba
Democratic People's Republic of Korea
Dominican Republic
Egypt
El Salvador
Ethiopia
Finland
France
Germany
Ghana
Guinea
Hungary
India
Indonesia
Italy
Japan
Mexico
Netherlands
Norway
Pakistan
Romania
Saudi Arabia
Sri Lanka
Sudan
Sweden
Syria
Tanzania
United Kingdom
United States of America

ANNEX II - STATISTICAL TABLES

TABLE 1. WFP DEVELOPMENT COMMITMENTS BY REGION, 1963-92 (millions of dollars)

Year	Total	Latin America and Caribbean		North Africa and Middle East		Sub-Saharan Africa		Asia and Pacific		Europe	
		Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)
1963-72	1 194	165	14	505	42	190	16	318	27	17	1
1973	129	6	5	44	34	22	17	57	44	–	–
1974	106	16	15	27	26	44	41	18	17	1	1
1975	393	58	15	89	23	67	17	177	45	2	0
1976	642	30	5	211	33	157	24	226	35	18	3
1977	367	51	14	106	29	60	16	150	41	–	–
1978	392	44	11	99	25	120	31	129	33	–	–
1979	492	5	1	58	12	193	39	234	48	2	0
1980	479	85	18	129	27	152	32	113	23	–	–
1981	543	36	7	109	20	239	44	156	29	3	0
1982	613	34	6	151	25	246	40	179	29	3	0
1983	696	112	16	124	18	168	24	291	42	–	–
1984	925	137	15	121	13	325	35	339	37	4	0
1985	642	62	10	151	23	192	30	238	37	–	–
1986	629	110	17	116	18	241	38	163	26	–	–
1987	621	110	18	79	13	227	37	205	33	–	–
1988	779	121	16	110	14	266	34	282	36	–	–
1989	575	106	18	144	25	141	25	184	32	–	–
1990	480	113	24	60	12	143	30	164	34	–	–
1991	448	89	20	61	13	165	37	133	30	–	–
1992	421	74	18	43	10	168	40	136	32	–	–

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TABLE 2. WFP DEVELOPMENT COMMITMENTS BY TYPE OF ACTIVITY, 1963-92 (millions of dollars)

Year	Total	Agricultural and rural development										Human resource development						Other	
		Agricultural production		Rural infrastructure		Settlement		Food reserves		Subtotal		MCH and primary schools		Secondary and higher educational training		Subtotal		Industry and mining	
		Value	%	Value	%	Value	%	Value	%	Value	%	Value	%	Value	%	Value	%	Value	%
1963-72	1 194	428	(36)	162	(14)	138	(11)	39	(3)	767	(64)	294	(25)	117	(10)	411	(35)	16	(1)
1973	129	52	(40)	27	(21)	7	(5)	–	–	86	(66)	28	(22)	15	(12)	43	(34)	–	–
1974	106	48	(45)	36	(34)	5	(5)	–	–	89	(84)	13	(13)	4	(3)	17	(16)	–	–
1975	393	133	(34)	41	(10)	46	(12)	–	–	220	(56)	169	(43)	4	(1)	173	(44)	–	–
1976	642	341	(53)	98	(15)	40	(7)	–	–	479	(75)	136	(21)	27	(4)	163	(25)	–	–
1977	367	125	(34)	35	(9)	56	(15)	6	(2)	222	(60)	125	(34)	20	(6)	145	(40)	1	(0)
1978	392	162	(41)	30	(8)	36	(9)	–	–	228	(58)	139	(36)	25	(6)	164	(42)	–	–
1979	492	217	(44)	62	(13)	44	(9)	4	(1)	327	(67)	149	(30)	16	(3)	165	(33)	–	–
1980	479	120	(25)	58	(12)	65	(13)	6	(1)	249	(52)	216	(45)	14	(3)	230	(48)	–	–
1981	543	202	(37)	105	(19)	128	(24)	14	(3)	449	(83)	75	(14)	19	(3)	94	(17)	–	–
1982	613	326	(53)	61	(10)	70	(11)	10	(2)	467	(76)	139	(23)	7	(1)	146	(24)	–	–
1983	696	343	(49)	63	(9)	66	(10)	–	–	472	(68)	208	(30)	15	(2)	223	(32)	–	–
1984	925	431	(47)	80	(9)	39	(4)	5	(0)	555	(60)	332	(36)	25	(3)	357	(39)	14	(1)
1985	642	345	(54)	102	(16)	37	(6)	15	(2)	499	(78)	107	(16)	37	(6)	144	(22)	–	–
1986	629	348	(55)	33	(5)	80	(13)	49	(8)	510	(81)	83	(13)	37	(6)	120	(19)	–	–
1987	621	211	(34)	70	(11)	17	(3)	–	–	298	(48)	307	(49)	16	(3)	323	(52)	–	–
1988	779	314	(40)	70	(9)	49	(6)	–	–	433	(56)	294	(38)	52	(7)	346	(44)	–	–
1989	575	326	(57)	21	(4)	39	(7)	1	(0)	388	(67)	162	(28)	26	(5)	188	(33)	–	–
1990	480	141	(29)	51	(11)	18	(4)	–	–	210	(44)	260	(54)	10	(2)	270	(56)	–	–
1991	448	189	(42)	92	(21)	5	(1)	6	(1)	292	(65)	134	(30)	22	(5)	156	(35)	–	–
1992	421	104	(25)	82	(19)	4	(1)	–	–	190	(45)	230	(55)	1	(0)	231	(55)	–	–

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TABLE 3. WFP EXPENDITURE ON DEVELOPMENT PROJECTS, EMERGENCY OPERATIONS AND PROTRACTED REFUGEE AND DISPLACED PERSON PROJECTS BY RECIPIENTS' ECONOMIC OR SPECIAL STATUS CATEGORY, 1988-92[1] (millions of dollars)

Category	1988		1989		1990		1991		1992[2]	
	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)	Value	Share in total (%)
All WFP recipients	874	100	758	100	760	100	1 074	100	1 340	100
By income group (GNP per capita)[3]										
500 dollars or less	622	71	517	68	495	65	742	69	968	72
501 to 1 500 dollars	194	22	186	25	201	26	224	21	276	21
1 501 to 2 500 dollars	57	6	38	5	51	7	57	5	37	3
over 2 500 dollars	3	0	16	2	13	2	51	5	58	4
By special status category										
Least developed countries	355	41	400	53	364	48	574	53	758	57
Land-locked countries	136	15	169	22	129	17	153	14	330	25
Low-income food-deficit countries	659	75	645	85	647	85	924	86	1 166	87

[1] Excludes programme support and administrative costs. Also excludes expenditures on insurance premiums and warehouse facilities that cannot be apportioned by recipient; from 1988 to 1992 these amounted to 3.3, 3.7, 3.7, 1.8 and 2.5 million dollars, respectively.
[2] Provisional.
[3] Actual for each year except 1992, for which the per capita GNP in 1991 was applied. Based on World Bank Atlas for each year.

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ANNEX III

DRAFT RESOLUTION FOR THE ECOSOC AND THE FAO COUNCIL ON THE TARGET FOR WFP PLEDGES FOR THE PERIOD 1995-96

(ECOSOC) (The FAO Council)

Noting the comments of the CFA concerning the minimum target for voluntary contributions to the Programme for the period 1995-96,

Recalling resolutions 2462 (XXIII) and 2682 (XXV) of the General Assembly, which recognized the experience gained by WFP in the field of multilateral food aid,

1. Submits for consideration and approval of the (General Assembly) (Conference of the FAO) the attached draft resolution.

2. Urges States Members of the United Nations and Members and Associate Members of the Food and Agriculture Organization to undertake the necessary preparation for the announcement of pledges at the Sixteenth Pledging Conference for the World Food Programme.

DRAFT RESOLUTIONS FOR THE GENERAL ASSEMBLY AND THE FAO CONFERENCE

(The General Assembly) (The FAO Conference)

Recalling the provisions of resolution (2095 (XX) (4/65) that the World Food Programme is to be reviewed before each pledging conference,

Noting that the review of the Programme was undertaken by the Committee on Food Aid Policies and Programmes of the World Food Programme at its Thirty-fifth Session and by the ECOSOC at its Second Regular Session in 1993 (FAO Council at its One hundred and third Session),

Having considered (resolution ... of the ECOSOC and resolution ... of the FAO Council) as well as the recommendations of the Committee on Food Aid Policies and Programmes,

Recognizing the value of multilateral food aid as implemented by WFP since its inception and the necessity for continuing its action both as a form of capital investment and for meeting emergency food needs,

1. Establishes for the two years 1995 and 1996 a target for voluntary contributions of 1.5 billion dollars, of which not less than one third should be in cash and/or services.

2. Urges States Members of the United Nations and Members and Associate Members of the Food and Agriculture Organization of the United Nations and appropriate donor organizations to make every effort to ensure the full attainment of the target.

3. Requests the Secretary-General, in cooperation with the Director-General of FAO, to convene a pledging conference for this purpose at United Nations Headquarters in 1994.